

Message Text

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PAGE 01 ANTANA 00753 01 OF 03 281603Z POSS DUPE
ACTION MMO-04

INFO OCT-01 AF-10 ISO-00 A-01 PER-05 OES-07 /028 W
-----091837 010653Z /21

R 281356Z APR 78
FM AMEMBASSY ANTANANARIVO
TO SECSTATE WASHDC 0461

UNCLAS SECTION 1 OF 3 ANTANANARIVO 0753

FOR DPTY UNSECY FOR MANAGEMENT

E.O. 11652: N/A
TAGS: OGEN
SUBJECT: FY 1980 GOALS/OBJECTIVES AND RESOURCE MANAGEMENT
(GORM) PROCESS

REF: STATE 063477

FORWARDED HERewith IS THE REPORT REQUESTED BY REFTel.
PRESCRIBED FORMAT IS USED WITH PREFERENCE IN PARENTHESES TO
NUMBERED PARAGRAPHS IN REFTel:

FORM ZBB-1 (PARA 16)

1. TOTAL U.S. PERSONNEL - 5
2. TOTAL FSL PERSONNEL - 19
3. TOTAL MISSION PERSONNEL - 24
 - A. PACKAGE I (90 PERCENT) : 21
 - B. PACKAGE III (100 PERCENT) : 24
 - C. PACKAGE IV (110 PERCENT) : 26

FORM ZBB-2: PACKAGE WORKSHEET (PARA 17)

ZERO-BASE BUDGETING

FY-1980

PERSONNEL RESOURCE WORKSHEET

(LEFT HALF OF CHART)

(1) (2) (3) (4) (5) (6) (7)

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	FY 1978			PACKAGE I		
	AMER	AMER		AMER	AMER	
FUNCTION	OFF.	STAFF	FSL	OFF.	STAFF	FSL
EXEC	1	1	2	1	1	1
E/C	1	0	2	1	0	2
CONS	0	0	1	0	0	1
ADMIN	1	1	14	1	1	12

--- --- ---									
TOTAL	3	2	19		3	2	16		
(RIGHT HALF OF CHART)									
	(8)	(9)	(10)		(11)	(12)	(13)		
PACKAGE III					PACKAGE IV				
AMER	AMER				AMER	AMER			
FUNCTION OFF. STAFF FSL					OFF. STAFF FSL				
EXEC	1	1	2		2	2	2		
E/C	1	0	2		1	0	2		
CONS	0	0	1		0	0	1		
ADMIN	1	1	14		1	2	13		
--- --- ---									
TOTAL	3	2	19		4	4	18		

FORM ZBB-3 (PARA 18);

(1) DECISION UNIT NAME: MADAGASCAR

(2) PACKAGE I (90 PERCENT)

(3) ACTIVITY DESCRIPTION: THIS PACKAGE REFLECTS THE EMBASSY'S ACTIVITIES WERE IT TO BE FORCED TO FUNCTION WITH ONLY NINETY PERCENT OF ITS CURRENT PERSONNEL RESOURCES. AT THIS LEVEL, ALL ESSENTIAL MISSION ACTIVITIES COULD CONTINUE. THERE WOULD BE SOME STRAIN ON THE EXECUTIVE AND ADMINISTRATIVE SECTIONS.

AT THIS MINIMUM LEVEL, THE THREE-PERSON EXECUTIVE STAFF (ONE OFFICER, ONE STAFF AND ONE FSL) COULD CONTINUE UNCLASSIFIED

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NUE TO PROVIDE THE POLICY FORMULATION AND MANAGEMENT GUIDANCE FOR ALL MISSION ELEMENTS. ESSENTIAL REPRESENTATION FUNCTIONS COULD ALSO BE CONTINUED IN SUPPORT OF GOALS I AND II (77 STATE 295538). PROTOCOL ACTIVITIES AND COVERAGE OF THE LOCAL LANGUAGE MEDIA WOULD HAVE TO BE REASSIGNED AS THESE ARE PERFORMED BY THE EXO LOCAL TO BE LOST IN THIS PACKAGE.

THE E/C AND CONSULAR FUNCTIONS WOULD BE ONLY SLIGHTLY AFFECTED AND COULD BASICALLY CONTINUE AT THEIR CURRENT MINIMUM LEVEL. THE FULL RANGE OF ADMINISTRATIVE SERVICES WOULD CONTINUE TO BE PROVIDED ALTHOUGH THERE WOULD BE SOME SLOWDOWN IN TRAVEL VOUCHER PREPARATION AS WELL AS PURCHASE ORDER PREPARATION. MAINTENANCE WOULD SUFFER SLIGHTLY BUT ONLY AS REGARDS THE CHANCERY PROPER. COMMUNICATIONS MIGHT SUFFER IF THERE IS NOT AN ADDITIONAL CRO ASSIGNED TO ASSIST WITH THE TERP INSTALLATION.

(4) RESOURCE REQUIREMENTS:

	FY 78	FY 79		*6 80
	THIS PKG			
	ONLY CUM			
OFFICERS	3	3	3	3

STAFF	2	2	2	2
FSL'S	19	18	16	16
	---	---	---	---
TOTALS	24	23	21	21

(5) IMPACT: THERE WILL BE RELATIVELY LITTLE IMPACT UPON THE EMBASSY'S ABILITY TO PURSUE GOALS I AND II IN MADAGASCAR (77 STATE 295538) AND OUR GOALS I, II AND III IN THE COMOROS (77 STATE 295566). AS THE EXECUTIVE SECTION IS ALSO THE POLITICAL SECTION, POLITICAL REPORTING WOULD BE ADVERSELY AFFECTED BY A LESSENERED ABILITY TO FOLLOW THE MEDIA, AS THIS FUNCTION IS PRESENTLY PERFORMED BY THE LOCAL POSITION TO BE ELIMINATED AND WOULD HAVE TO BE REASSIGNED TO OTHER SECTIONS. THE POLITICAL FUNCTION MIGHT SUFFER FROM A SLIGHT LOSS OF SENSITIVITY TO UNCLASSIFIED

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LOCAL DEVELOPMENTS DUE TO THE LOSS OF THIS LOCAL EMPLOYEE AND TO THE CONSEQUENT DECREASED ABILITY TO RAPIDLY SET UP APPOINTMENTS AND LOCATE SOURCES.

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ACTION MMO-04

INFO OCT-01 AF-10 ISO-00 A-01 PER-05 OES-07 /028 W
-----122354 010822Z /21

R 281356Z APR 78
FM AMEMBASSY ANTANANARIVO
TO SECSTATE WASHDC 0462

UNCLAS SECTION 2 OF 3 ANTANANARIVO 0753

THE CONSULAR AND ECONOMIC/COMMERCIAL SECTIONS' ABILITY TO ACHIEVE ITS OBJECTIVES WOULD NOT SUFFER EXCEPT TO THE EXTENT THAT SOME OF THEIR LOCAL EMPLOYEES' TIME WOULD BE USED TO PERFORM THOSE TASKS FORMERLY ELIMINATED. AS THE EXO LOCAL POSITION ALSO BACKED UP THE LOCAL CONSULAR EMPLOYEE THERE WOULD EXIST THE NEED TO TRAIN ANOTHER BACK-UP LOCAL, FROM THE ADMINISTRATIVE OR ECONOMIC/COMMERCIAL SECTION.

EFFECTS ON THE ADMINISTRATIVE SECTION ARE COVERED

IN 3 ABOVE.

(1) DECISION UNIT: MADAGASCAR

(2) PACKAGE III (100 PERCENT - PACAKGE IT NOT REQUIRED IN
VIEW SIZE OF POST)

(3) ACTIVITY DESCRIPTION: THIS PACKAGE REFLECTS THE
EMBASSY'S LEVEL OF ACTIVITY ASSUMING IT RETAINS ITS
CURRENT PERSONNEL LEVELS AND WOULD PERMIT IT TO CONTINUE
ALL ACTIVITIES AT THEIR CURRENT LEVELS WITH THE POSSIBLE
EXCEPTION OF THE C&R OPERATION IF TERP IS INSTALLED
DURING FY-79.

(4) RESOURCE REQUIREMENTS:

	FY 78	FY 79	FY 80	
				THIS PKG
				ONLY CUM
OFFICERS	3	3	3	3
STAFF	2	2	2	2
FSL'S	19	19	19	19
	----	----	----	----

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TOTALS	24	24	24	24
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(5) IMPACT: THE EMBASSY WILL BE ABLE TO PURSUE ITS
OBJECTIVES WHEN FULLY STAFFED. THE PROBLEM WITH A POST
OF THIS SIZE IS THAT ANY ABSENCE OF AN AMERICAN EMPLOYEE
PUTS A STRAIN ON THE FEW OTHERS WHO MUST FILL IN FOR HIM
IN HIS ABSENCE. IN VIEW OF R&R ABSENCES, ILLNESSES,
HOME LEAVE, GAPS DURING TURNOVERS, LOCAL LEAVE, AND RE-
QUIRED ATTENDANCE AT CONFERENCES, THERE IS MORE OFTEN
SOMEONE ABSENT THAN NOT, WITH A CONSEQUENT DECREASE IN
THE POST'S ABILITY TO PURSUE ITS GOALS. ROVERS ARE
SOMETIMES SUPPLIED IN THE SECRETARIAL, C&R AND ADMI-
NISTRATIVE FIELDS BUT THIS SERVICE IS UNRELIABLE. A
FOOLPROOF ROVER SYSTEM WOULD GREATLY ASSIST A POST OF
THIS SIZE IN MEETING THE REQUIREMENTS LEVIED ON IT, AND
IN PURSUING THE GOALS AND OBJECTIVES SET FOR IT BY THE
DEPARTMENT, IN THIS CASE AFFECTING TWO COUNTRIES.

(1) DECISION UNIT: MADAGASCAR

(2) PACKAGE IV (110 PERCENT)

(3) THIS PACKAGE REFLECTS THE EMBASSY LEVEL OF ACTIVITY
AT ITS OPTIMUM PERSONNEL STRENGTH AND WOULD, WITH THE
EXCEPTION OF THE ADMINISTRATIVE SECTION, PERMIT A CONSI-
DERABLE EXPANSION OF ACTIVITY.

THE EXECUTIVE SECTION WOULD INCREASE AMERICAN PER-
SONNEL BY 50 PERCENT TO INCLUDE AN AMBASSADOR AND HIS
SECRETARY.

ALL OTHER SECTIONS WOULD REMAIN THE SAME EXCEPT FOR
THE ADMINISTRATIVE SECTION WHICH WOULD GAIN AN AMERICAN
AND LOSE AN FSL.

(4) RESOURCE REQUIREMENTS:

FY 78 FY 79 FY 80
THIS PKG
ONLY CUM

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OFFICERS	3	4	4	4
STAFF	2	4	4	4
FSL'S	19	19	18	18
---	---	---	---	
TOTALS	24	27	26	26

(5) IMPACT: THE INCREASED STAFFING OF THE EXECUTIVE SECTION WOULD ENABLE IT TO FUNCTION MORE COMPLETELY AS BOTH EXO AND POLITICAL SECTION, WITH THE AMBASSADOR PROVIDING POLICY GUIDANCE AND THE DCM FUNCTIONING MOSTLY AS A POLITICAL REPORTER. THE ASSIGNMENT OF AN AMBASSADOR ASSUMES AN IMPROVEMENT IN BILATERAL US/MALAGASY RELATIONS (PARTIAL ACCOMPLISHMENT OF GOAL I), AND CLOSER CONTACT BETWEEN THE EMBASSY AND THE HIGHER LEVELS OF THE MALAGASY GOVERNMENT. WITH THE DCM DOING THE POLITICAL REPORTING THE AMBASSADOR WOULD HAVE MORE TIME AND ATTENTION TO DEVOTE, TO THE ATTAINMENT OF GOALS I AND II FOR MADAGASCAR, WITH EMPHASIS ON THE LATTER. AN IMPROVED RELATIONSHIP WOULD ALSO PROBABLY BRING ABOUT THE RESUMPTION OF BILATERAL AID AND THE EXECUTIVE SECTION WOULD BE BETTER ABLE TO ADMINISTER IT IN CONNECTIONS WITH REDSO NAIROBI. THE BEEFED-UP EXECUTIVE SECTION WOULD ALSO PERMIT GREATER ATTENTION TO THE COMOROS AND THE ATTAINMENT OF OUR OBJECTIVES THERE.

AS THE ECONOMIC/COMMERCIAL/CONSULAR OFFICER WOULD NO LONGER BE ACTING DCM HE WOULD BE ABLE TO BETTER PURSUE HIS ACTIVITIES IN THOSE FIELDS AND ASSIST IN OVERSEEING ANY AID PROGRAM.

THE ASSIGNMENT OF AN EXTRA AMERICAN C&R OFFICER WOULD ENABLE THE ADMINISTRATIVE OFFICER TO DEVOTE MORE TIME TO SECURITY AND GENERAL SERVICES TASKS THUS IMPROVING PERFORMANCE IN THOSE FUNCTIONS.

FINAL NARRATIVE SECTION (PARA 20):

SIGNIFICANT NON-SALARY FUNDING:

DURING FY 77 AND 78 THE EMBASSY HAS UNDERGONE EXTENSIVE MODIFICATIONS AND REDECORATION FOR REASONS OF SECURITY, CONVENIENCE, AND APPEARANCE. OVER THE PAST TWO YEARS

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WE HAVE ALSO BOUGHT AND SHIPPED IN FIVE HOUSEHOLDS OF FURNITURE. HENCE OUR FY 79 BUDGET FOR SIMILAR ITEMS WILL BE CONSIDERABLY LOWER THAN IN PREVIOUS YEARS EVEN

THOUGH CONTRACTUAL COSTS WILL RISE SIGNIFICANTLY. THE
79 BUDGET ALSO DOES NOT ALLOW FOR AN AMBASSADOR OR HIS
SECRETARY, WHICH HAVE BEEN INCLUDED IN ALL PREVIOUS
BUDGETS. THE REPRESENTATION BUDGET HAS BEEN KEPT AT
THE SAME LEVEL AS EVEN WITHOUT AN AMBASSADOR IT HAS

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ACTION MMO-04

INFO OCT-01 AF-10 ISO-00 A-01 PER-05 OES-07 /028 W
-----122298 010809Z /21

R 281356Z APR 78
FM AMEMBASSY ANTANANARIVO
TO SECSTATE WASHDC 0463

UNCLAS SECTION 3 OF 3 ANTANANARIVO 0753

BEEN USEFULLY SPENT IN THE LAST TWO YEARS, HAVING BEEN
INSUFFICIENT IN YEARS PREVIOUS TO FY 77.

POSSIBLE CHANGES IN NON-SALARY FUNDING (PARA 21)

(1) BECAUSE OF THE SITUATION DESCRIBED ABOVE FUNDING
FOR MAINTENANCE AND REPAIR, FURNITURE AND FURNISHINGS,
AND TRANSPORTATION CAN BE REDUCED FROM THE LEVEL OF
FY 78 WITHOUT IMPACT ON THE MISSION'S GOALS, OBJECTIVES,
AND ESSENTIAL FUNCTIONS.

(2) IN VIEW OF THE ABOVE SITUATION CONTINUATION OF THE
CURRENT ALLOCATION WOULD PROVIDE THE POST WITH EXCESS
FUNDS WHICH COULD BEST BE SPENT FOR SUCH NON-ESSENTIAL
PURPOSES AS RECREATIONAL FACILITIES, IMPROVED MEDICAL
SERVICE, INCREASED RECREATIONAL TRAVEL. ALTHOUGH THESE
ARE NON-ESSENTIAL THEY WOULD SERVE TO IMPROVE MORALE AND
THEREBY INDIRECTLY HELP THE POST TO ATTAIN ITS OBJECTIVES.
THE INCREASED RECREATIONAL TRAVEL WOULD ONLY BE USEFUL
IF ACCOMPANIED BY AN IMPROVEMENT IN THE ROVER PROGRAM SO
THAT INCREASED TIME AWAY FROM POST BY THE SUPPORT STAFF
WOULD NOT IMPEDE THE EMBASSY'S WORK.

(3) INCREASED FUNDING WOULD ONLY BE PRACTICAL IF THE
STAFF WERE INCREASED AS PER PACKAGE IV ABOVE. AN ADDITIONAL
OFFICER (THE AMBASSADOR) AND SECRETARY WOULD
ENABLE MORE R&R TRAVEL FUNDS TO BE USED BY OFFICERS
IN ADDITION TO THE SUPPORT STAFF.

II. EVALUATION OF OTHER AGENCIES (PARA 2, PART II REF-
TEL)

INTERNATIONAL COMMUNICATIONS AGENCY (ICA)

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THE AMERICAN CULTURAL CENTER, RUN BY TWO ICA AMERICAN OFFICERS, IS AN ESSENTIAL ELEMENT OF THIS MISSION -- THE CONTINUANCE OF AN ACTIVE CULTURAL PROGRAM BEING HIGH ON THE OBJECTIVES AND GOALS LISTED BY THE DEPARTMENT (77 STATE 295538). IT IS AT PRESENT OUR ONLY ACTIVITY IN COUNTRY WHICH GIVES VISIBILITY TO THE US PRESENCE, THE MOST VISIBLE ELEMENT BEING THE LARGE ENGLISH-TEACHING PROGRAM. THIS ENGLISH TEACHING PROVIDES A MUCH DESIRED SERVICE IN THIS CITY AND SERVES TO PROMOTE THE REKNOWN OF THE CENTER AND TO HELP IT TO ACHIEVE ITS OWN PRIORITY OBJECTIVES WHICH ARE: 1) PROMOTE COMMUNICATION AND EXCHANGE OF INFORMATION ON AMERICAN DEVELOPMENTS IN THE ARTS, HUMANITIES, SCIENCE AND TECHNOLOGY; 2) PROMOTE AWARENESS AND KNOWLEDGE OF COMMON US-MALAGASY INTERESTS IN FOREIGN AND REGIONAL AFFAIRS; AND 3) DEVELOP MUTUAL UNDERSTANDING OF AMERICAN AND MALAGASY REALITIES. I CONCUR IN THESE PRIORITIES. THEIR IMAGINATIVE AND VIGOROUS PURSUIT IN ANTANANARIVO BY THE CULTURAL CENTER SERVES NOT ONLY THESE OBJECTIVES THEMSELVES, BUT DEMONSTRATES THAT THE US CONTINUES TO BE INTERESTED IN MADAGASCAR AND THAT THERE REMAINS A GOOD FOUNDATION FOR IMPROVED RELATIONS REGARDLESS OF THE VAGARIES OF THE GOVERNMENT-TO-GOVERNMENT RELATIONSHIP.

DEPARTMENT OF DEFENSE (DOD)

THE MINIMALLY STAFFED DEFENSE ATTACHE OFFICE (DAO) (2 AMERICANS) IN ANTANANARIVO CONTRIBUTES TO THE MISSION'S PURSUIT OF ITS GOALS AND OBJECTIVES IN THREE WAYS: 1) AS ONE OF OUR INTERESTS IS MADAGASCAR'S FUTURE POLITICO/MILITARY ORIENTATION THE DAO'S PROFESSIONAL POWERS OF OBSERVATION ARE OF PARTICULAR VALUE; 2) AS CERTAIN MILITARY FIGURES OCCUPY IMPORTANT PLACES IN THE GOVERNMENT THE DAO'S NORMAL CONTACTS ARE OF VALUE IN ASSESSING THE POLITICAL SITUATION; AND 3) SINCE THIS

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EMBASSY IS SO THINLY STAFFED IT HELPS US TO HAVE TRAINED OBSERVERS IN ANY FIELD TO HELP US IN OUR OVERALL OBSERVATION AND REPORTING. THE DAO STATION PLAN, WHICH WAS APPROVED BY ME, MESHES IN WELL WITH OUR OVERALL GOALS AND OBJECTIVES.

EXPENDABLE AGENCIES AND ACTIVITIES (PARA 4, PART II) BY GOVERNMENT AGENCY AS A WHOLE, THE DAO IS PROBABLY THE LEAST IMPORTANT TO THE ATTAINMENT OF AGREED MISSION GOALS, MUCH AS IT DOES CONTRIBUTE TO THIS SMALL MISSION'S

UNDERSTANDING OF THE LOCAL SCENE.

BY FUNCTION THE TWO ACTIVITIES WHICH COULD BE REDUCED WITH LEAST HARM TO ATTAINMENT OF MISSION OBJECTIVES WOULD BE POLITICAL REPORTING AND CERTAIN ASPECTS OF THE CULTURAL PROGRAM. THIS COULD BE DONE BY THE ABOLITION OF THE DCM POSITION, IF THE MISSION WERE FULLY STAFFED, OR OF ONE OF THE TWO ICA OFFICER POSITIONS. THE EMBASSY COULD CONTINUE TO FUNCTION UNDER AN AMBASSADOR AS IT DOES NOW UNDE A CHARGE, WITH ONLY AN ECONOMIC OFFICER AND ADMINISTRATIVE OFFICER TO BACK HIM UP. IT WOULD BE A STRAIN BUT IT COULD BE DONE. SIMILARLY A SINGLE ICA OFFICER COULD PROBABLY MAINTAIN THE CULTURAL CENTER, THE LANGUAGE PROGRAM, A LIBRARY AND CONDUCT OCCASIONAL EXHIBITS WHILE DECREASING THE NUMBER OF CULTURAL PRESENTATIONS, EXCHANGES, AND SPECIAL PROGRAMS. BARRETT

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Message Attributes

Automatic Decaptioning: X
Capture Date: 01 jan 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: n/a
Control Number: n/a
Copy: SINGLE
Draft Date: 28 apr 1978
Decaption Date: 01 jan 1960
Decaption Note:
Disposition Action: n/a
Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment:
Disposition Date: 01 jan 1960
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1978ANTANA00753
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: N/A
Errors: N/A
Expiration:
Film Number: D780185-0322
Format: TEL
From: ANTANANARIVO
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1978/newtext/t1978047/aaaaafhu.tel
Line Count: 402
Litigation Code IDs:
Litigation Codes:
Litigation History:
Locator: TEXT ON-LINE, ON MICROFILM
Message ID: d2a861b2-c288-dd11-92da-001cc4696bcc
Office: ACTION MMO
Original Classification: UNCLASSIFIED
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 8
Previous Channel Indicators: n/a
Previous Classification: n/a
Previous Handling Restrictions: n/a
Reference: 78 STATE 63477
Retention: 0
Review Action: RELEASED, APPROVED
Review Content Flags:
Review Date: 29 mar 2005
Review Event:
Review Exemptions: n/a
Review Media Identifier:
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
SAS ID: 3006966
Secure: OPEN
Status: NATIVE
Subject: FY 1980 GOALS/OBJECTIVES AND RESOURCE MANAGEMENT (GORM) PROCESS
TAGS: OGEN
To: STATE
Type: TE
vdkgvkey: odbc://SAS/SAS.dbo.SAS_Docs/d2a861b2-c288-dd11-92da-001cc4696bcc
Review Markings:
Sheryl P. Walter
Declassified/Released
US Department of State
EO Systematic Review
20 Mar 2014
Markings: Sheryl P. Walter Declassified/Released US Department of State EO Systematic Review 20 Mar 2014